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EDUCATION WEEK

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The Littlest Lobbyists

Helped Garner Novel State Health-Care Plan for Children of 'Working Poor'

By Ellen Flax

Some of the most effective lobbyists to appear before the Minnesota legislature last year never said a word. They tumbled, tottered, crawled, and cried.

Participants in the Diaper Derby for Healthier Babies were part of a broad grassroots effort that convinced the lawmakers to adopt a novel health-insurance program that guarantees all children access to preventive medical services.

The derby, coordinated by the Children's Defense Fund-Minnesota Project and the March of Dimes, was designed to show lawmakers the range of activities that healthy—and fully insured—toddlers are capable of performing.

The state-funded insurance program that it and other equally dramatic presentations helped produce is the first of its kind in the country—a program intended to provide comprehensive coverage for those who often fall through the

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Ad advising parents of availability of low-cost health coverage.

Planned Transfer Of Military-Base Schools Resisted

D.O.D. Eying Mergers With Nearby Districts

By Julie A. Miller

WASHINGTON—In a few months, the Defense Department is expected to decide the fate of 17 schools it operates on domestic military bases.

Some will undoubtedly be earmarked for transfer to neighboring school districts, requiring the districts to absorb thousands of new students who bring with them no additional tax base for the communities.

Those who stand to be affected by the proposed transfers—military parents and educators who work at the base schools, as well as officials of nearby public-school districts—oppose the idea for a variety of educational and financial reasons. And they are gearing up to fight any transfer decisions when the Congress considers the Defense Department's recommendations next year.

"It's essentially an effort to unload 17 school districts with some 37,000 students on the local public schools," said Joseph Brust, superintendent of the military schools at Fort Bragg in North Carolina. But the federal government has a "moral and legal responsibility to educate military dependents," he argued.

"It's going to cost a lot of money and it's going to make a lot of people unhappy," said Mr. Brust, who is president of an organization of superintendents of military-base schools.

The base schools were officially recognized during the 1950's, although some

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Busing Costs for Nonpublic Pupils Under Scrutiny

By Kirsten Goldberg

The Milwaukee school board has decided to seek a change in state law to allow the district to save money by eliminating some bus services for nonpublic-school students, even though board members are not optimistic about the proposal's chances.

"I know the legislature probably won't seriously consider it," Joyce P. Mallory, chairman of the board's budget committee, said of the Nov. 30 proposal.

In a state where support for private schools is strong, and where the governor, Tommy Thompson, has said he favors the idea of tuition vouchers, the plan to stop busing some 2,500 Milwaukee private-school students may get no further than the school board's 37-item 1989 legislative wish list.

But the Milwaukee board is not alone. In looking for ways to contain costs, a number of school districts nationwide are scrutinizing all transportation services—an expensive budget item, school business officers

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Jim Morril/Milwaukee Public Schools

Milwaukee board is seeking state-law change permitting it to trim services.

Risky Business: State Pension Funds Spurring Wall Street's Biggest Deals

By Nancy Mathis

Conan Edwards, a retired Wisconsin teacher, may not make the mega-deals that cause Wall Street to tremble, but he is an enthusiastic supporter of the retirement-fund investments that are helping underwrite them.

State pension funds, unfettered in the past decade from state laws limiting investment practices, have become a major source for financing leveraged buyouts, junk-bond purchases, and other high-risk—but high-yield—ventures that are the latest Wall Street fad.

But after the record-setting $25-billion takeover of RJR Nabisco Company late last month, in which 11 state pension funds participated as limited partners to assist in the leveraged buyout, some political and corporate leaders are questioning the wisdom of such investment policies.

Some of the critics are worried about the possibility of losses faced by the pension funds that knowingly engage in leveraged buyouts, which are considered to be among the riskiest of investments.

Others express concern over the economic impact of the pension-fueled buyouts, which create no jobs and mountains of tax-exempt corporate debt.

Pension-fund managers, however, point to a history of high-yield returns that can

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Minnesota To Mandate 'Multicultural and Gender-Fair' Curricula

By Robert Rothman

As part of a nationwide trend toward curbing what educators see as a "bias of omission" in school instruction, Minnesota this week is expected to join a handful of states that require districts to develop "multicultural and gender-fair" curricula.

The proposal has drawn fire from some local districts, which consider it costly and burdensome, and from some scholars, who warn that it could distort the curriculum.

But Ted Suss, administrator of the state board of education, said officials consider it necessary to fill gaps in many schools' instructional programs.

"There is a feeling on the board, shared by a wide variety of folks," he said, "that schools generally do not do an adequate job of fully presenting the contributions of women and minorities to students."

"The hope of the board," Mr. Suss added, "is that students who finish a public-school education in Minnesota in the next decade will have greater understanding and respect for other people."

The state would not mandate a particular type of curriculum, he noted, but would require districts to develop plans to "move the program in the direction of eliminating bias."

While many districts in Minnesota and elsewhere already provide such instruction, few states require it, according to Gordon Cawelti, executive director of the Association for Supervision and Curriculum Development.

But other states may follow Minnesota's lead, Mr. Cawelti said, as they search for ways to reduce the high dropout rate among minority students. Developing multicultural curricula, he noted, is increasingly seen as a way of offering such students a sense of "ownership" in the schools.

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Also in the news

The Home-School Gap
In one of the most comprehensive teacher polls to date, parental support is a major concern.
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Mich. Governor Rebuffed
His controversial plan to revise the state's tax and school-finance systems dies amid partisan infighting.
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Publication Schedule

With this issue, *Education Week* begins a three-week publication break. The next issue will be dated Jan. 11, 1989.

The display-advertising deadline for the Jan. 11 issue is Thursday, Dec. 29. The Marketplace deadline is Monday, Jan. 2.

IN SUMMARY

Chicago: Parents to the Fore
A news analysis explores the many implications of new Illinois legislation granting Chicago parents an apparently unprecedented degree of control over their local schools. **Page 6.**

Supercomputer Wows Whizzes
Students at a magnet high school in Virginia are enjoying their prize in a national programming contest: a supercomputer that can do hundreds of millions of calculations per second. **Page 7.**

Student Aid in Flux
Rising tuition costs and static federal aid are forcing development of a wide range of alternative ways to finance higher education, according to participants at a recent conference. **Page 8.**

Teacher-Training Changes
The Virginia board of education's new rules requiring prospective teachers to major in academic subjects other than education are causing distress at some training institutions. **Page 8.**

Guiding Career Guidance
For the first time, guidance counselors across the country are working to develop national guidelines on how to advise students and others about the career choices they face. **Page 10.**

Oregon 'Children's Agenda'
Gov. Neil Goldschmidt of Oregon has called for a major increase in state aid to schools, as well as adoption of a $29-million "children's agenda" of health and education programs. **Page 13.**

New Audit Rules
Lawyers say education agencies accused of misusing federal funds could find the appeals process vexing under the new regulations proposed by the Education Department. **Page 16.**

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ACROSS THE NATION

NATIONAL

Students Maintain Misconceptions About the Spread of the AIDS Virus

Although most high-school students understand that AIDS is transmitted by sexual intercourse and by sharing needles for drug use, many also mistakenly believe that the disease can be caught by donating blood or by using public toilets, a new study has found.

The study, completed by the U.S. Centers for Disease Control, questioned 9th- through 12th-grade students in 24 states and local districts. The percentage of students in different areas who knew that the disease is spread sexually ranged from 88 percent to 98 percent, while between 83 percent and 98 percent recognized the role of intravenous drugs.

But substantial numbers of students also saw dangers in casual contacts. Anywhere from 28 percent to 53 percent said they believed they could get the disease by donating blood, and between 42 percent and 65 percent expressed concern about public rest rooms. Up to 10 percent said that they could become infected by shaking hands with a carrier of AIDS.

Many students also said they believed that they could be exposed to the virus by insect bites or by having a blood test.

■ **The Bush Administration should create a National Youth Cabinet to address such issues as child care, health, and education,** declares a policy statement adopted by the National League of Cities last week.

The organization suggested that the new Cabinet-level working group include the secretaries of labor, education, agriculture, health and human services, and housing and urban development.

The N.L.C. also called for establishment of an advisory panel composed of national experts on youth-related issues.

STATES

Tennessee Board Issues Guidelines for Drug Tests

The Tennessee board of education has issued guidelines for implementing a state law allowing school districts to test students for illegal drug use.

Officials of the 12 districts that plan to test next fall had been waiting for the guidelines before organizing their programs.

Under the guidelines, a principal may order a student to undergo a test if there is a "reasonable suspicion" that school policy on drug or alcohol use has been violated. This can include "the smell of alcohol or marijuana smoke about the student," evidence obtained from a personal or locker search, or reported drug use on school property.

School principals must receive training from the state mental health department, the agency that is to provide treatment for those found to have engaged in abuse.

Schools may test students' urine, blood, or breath, and must submit samples to a professional laboratory for analysis.

The guidelines also require that parents be notified of positive test results. If results are negative, all records of the test must be destroyed.

At least 59 districts have said they do not plan to test for drugs.

■ **New Hampshire needs to do more for needy children,** argues a new coalition of doctors, lawyers, legislators, and social workers in the state.

The New Hampshire Alliance for Children and Youth will lobby in the legislature for increased funding, produce annual "scorecards" on legislative activity, and promote public awareness of the need to enhance the programs, according to Steven Kairys, a pediatrician at the Dartmouth Medical School and president of the group.

The Concord-based alliance will focus on education, health, mental health, welfare, and juvenile justice, Dr. Kairys said.

■ **After more than 10 years of rapid growth, public-school enrollment in Utah will soon level off and then decline,** according to the Utah Foundation.

Enrollment grew 1.5 percent this year, compared with annual growth of more than 3 percent during most of the 1980's, the foundation said.

The slowdown could ease financial pressures on schools, the foundation said, noting that the state lost ground against the national per-pupil spending average over the past decade, even though its expenditures rose faster than the rest of the nation's.

Still, secondary enrollments, where costs are higher than in elementary grades, will continue to rise until the mid-1990's. So "Utah will still be faced with some financial problems, even after total enrollments in the state begin to decline," the report predicted.

DISTRICTS

Colorado Teacher Sues District Over Alleged 'Bible Censorship'

A Winchester, Colo., principal violated a 5th-grade teacher's academic freedom and First Amendment rights by requiring him to remove the Bible from his desk and other religious books from his classroom, lawyers for the teacher argued in federal court last week.

The lawyers maintained that Kathleen Madigan, principal of Berkeley Gardens Elementary School, showed an "extreme and distorted understanding" of the First Amendment by ordering the books removed.

Kenneth Roberts did not use the books for "devotional or ritualistic" purposes, said Jordan Lorence, assistant general legal counsel for Concerned Women for America, a Washington-based group that is representing the teacher. Rather, he said, the books were part of a classroom library of more than 200 volumes, which students were permitted to use during a daily 15-minute silent-reading period. Mr. Roberts often read from the Bible during that period.

Citing Supreme Court decisions that affirmed teachers' rights to teach Biblical stories as literature, Mr. Lorence said that "it violates the establishment clause to remove the books." The action amounted to "government disapproval of religion," he argued.

"A teacher doesn't have the right to bring religious materials into class when they are not related to the curriculum being taught," responded Martin Semple, a lawyer for Adams County School District 50.

Missouri District Suspends 93 In Protest Over Christmas Rite

The Lee's Summit, Mo., school board has issued three-day suspensions to 93 high-school students who boycotted classes to protest the board's cancellation of an annual Christmas candle-lighting ceremony.

The board had voted to cancel the ceremony after a student complained about the event to the American Civil Liberties Union. In the ceremony, which was held during school hours, students read pas-

A Century of Teaching Teachers

Joe Pineiro/Columbia University

Enjoying celebration this month in honor of the centennial of Columbia University's Teachers College are (from left) Michael I. Sovern, president of the university; Gov. Thomas H. Kean of New Jersey; P. Michael Timpane, president of the college; and Bill Moyers, the television commentator. The influential school of education was founded in 1887 and became part of Columbia in 1898.

sages about the birth of Jesus and lit candles.

The event was sponsored by the local chapter of the National Honor Society.

The student protest began as a school-approved sit-in aimed at persuading the board to reverse its decision. When administrators told students to return to classes after an hour, about 200 of the school's 2,600 students refused.

Two hours later, the students were told they would be suspended if they did not return to class. Most of them did, but 93 remained.

A district spokesman said a committee of students, teachers, and administrators, with local ministers as consultants, is working to develop a secular holiday program.

■ **Political infighting among trustees of the South San Antonio Independent School District has prompted state officials to appoint a "master" with veto authority over decisions to run the system.**

William N. Kirby, the state superintendent, appointed the overseer after the board failed to live up to its promise to stop open confrontations, said a spokesman for the Texas Education Agency.

State officials believe the board's problems are affecting instructional quality, the spokesman said, adding that the state could revoke the district's accreditation and withdraw all its funds if the situation does not improve.

Three other districts—Anthony, Westminster, and Kendleton—already have state-appointed masters.

■ **The dropout rate in Boston schools has declined for the first time in the six years that records have been kept,** according to new figures released by school officials.

The dropout rate declined from 46.1 percent for the class of 1986 to 45.1 percent for the class of 1987, according to the district's statistics. When first calculated in 1982, the dropout rate was 36.2 percent.

But officials say their current method for assessing the rate still overstates the problem, and they are working to revise the formula in an effort to exclude such factors as student migration and double counting.

■ **Baltimore school police may search students with portable metal detectors when there is a "reasonable belief" that weapons may be present,** under a sweeping safety policy adopted by the school board.

Under the new Organized Action for Safety in Schools program, the system will hire 10 more police officers, require schools to adopt dress codes, and recommend that elementary schools adopt uniforms.

The district also will stage a telethon this month to encourage volunteerism, said Jacquelyn H. Hardy, a spokesman for the system.

A survey taken after a spate of highly publicized shootings this fall showed that many parents view violence as the system's most pressing problem.

The measures adopted by the board mirror a series of recommendations presented to Superintendent Richard C. Hunter by a task force on school safety.

■ **Some Seattle principals want students who bring guns to school immediately expelled and subjected to criminal charges.**

Currently, students found with weapons are suspended.

The proposed district policy would take a "zero-tolerance" approach to weapons, similar to that of Milwaukee schools, where students face automatic expulsion if found on campus with a gun.

Deputy Superintendent Arthur Binnie said that the current district policy allows for expulsion in such a case. Principals throughout the district have been told that they may move to expel a student for carrying a gun, as long as they carefully document their decision, he added.

DIMENSIONS

Missing the Asbestos Deadline

Only about 40 percent of schools nationwide met the new federal asbestos law's Oct. 12 deadline for submitting plans on asbestos containment in their buildings, according to a survey by two New Jersey firms.

Moreover, some 20 percent of schools did not even make requests for a seven-month delay in meeting the deadline, as a second measure, passed by the Congress this year, allowed them to do.

Those results were from an early-November survey of 26 states and the District of Columbia by Kasselaan & D'Angelo Associates Inc. and MWW/Strategic Communications Inc. The other states were unable to provide figures on compliance.

Environmental Protection Agency officials have not yet indicated how they will proceed against schools that failed to meet the deadline. Their plans are likely to be issued in January.

For more information on the survey, contact MWW/Strategic Communications at (201) 342-9500.

State	Plan Submitted	Deferral Requested	No Compliance
Alabama	44	46	10
Arizona	35	25	40
Arkansas	98	2	
California	23	12	65
Colorado	57	38	5
Connecticut	5	86	9
District of Columbia	2	79	19
Delaware	77	7	16
Florida	40	40	20
Hawaii	71	21	8
Illinois	30	55	15
Indiana	33	33	34
Kansas	74	26	
Maine	72	21	7
Maryland	48	44	8
Massachusetts	31	50	19
Michigan	21	42	37
Missouri	68	32	
New Jersey	20	33	47
New Mexico	79	20	1
New York*	40	60	
North Dakota	53	26	21
Oregon	36	34	30
Pennsylvania	38	41	21
Rhode Island*	7	93	
Texas*	41	14	45
Virginia	54	31	15

*Figures cover only public schools.

SOURCE: Kasselaan & D'Angelo Associates Inc. and MWW/Strategic Communications Inc.

PEOPLE

■ **Vicky Frost** has lost another round in her battle with the Hawkins County, Tenn., school board over textbooks.

Ms. Frost was a leader of a group of fundamentalist Christian parents who sued the board on the grounds that a textbook series violated their children's First Amendment rights by exposing them to stories on witchcraft, evolution, and one-world concepts.

A 1986 federal-district-court ruling allowing the children to "opt out" of the disputed reading course was later struck down by an appellate court.

In a separate suit, Ms. Frost claimed that local officials violated her constitutional rights by arresting her for trespassing when she tried to remove her daughter from the course. A federal district jury awarded her $70,000, but the verdict was overturned by the appellate court.

The U.S. Supreme Court last week declined to review the wrongful-arrest case.

■ A $125,000 grant from the novelist and screenwriter **Sidney Sheldon** will enable two New York City high schools to resume publication of their long-dormant student newspapers.

Erasmus Hall High School's *New Dutchman* and Theodore Roosevelt High School's *The Square Deal* are the first student papers aided by ArtsConnection, an arts-in-education organization that hopes to revive other school newspapers as well.

ArtsConnection will use Mr. Sheldon's donation to provide each newspaper with the assistance of two professional journalists, who will advise students and assign and edit stories. The goal is to make the newspapers self-sufficient, said Steven Tennen, the organization's executive director.

■ **Scott D. Thomson** plans to step down in January of 1990 after 10 years as executive director of the National Association of Secondary School Principals.

Mr. Thomson, who was scheduled to announce his decision this week, has revealed no further plans, according to the group's spokesman, Lew Armistead.

Chase Studios, Ltd.

During his tenure at the helm of the 40,000-member organization, Mr. Thomson has been a strong advocate of a more active instructional-leadership role for school principals.

Earlier this year, NASSP released the first volume of a major new study on the principalship. Other initiatives undertaken during Mr. Thomson's administration include cosponsorship of the research by Theodore R. Sizer that led to the book *Horace's Compromise*; establishment of an assessment-center project; and efforts to identify and develop critical skills needed by principals.

An announcement on the selection process for Mr. Thomson's successor will be forthcoming, according to Mr. Armistead.

■ National Football League Hall of Famer **Alan Page** wants more minority youths to go to college.

So the former Minnesota Vikings defensive lineman, who currently is a Minnesota assistant state attorney general, has created the Alan Page Education Foundation to provide role models and financial aid to minority students.

The foundation will provide academically qualified students who might not otherwise go to college with scholarships of from $500 to $2,000, on the condition that they act as mentors and tutors to elementary-school children in their communities.

The foundation will focus on minority youths in the Minneapolis-St. Paul area. But Mr. Page is also promoting education across the country. He has embarked on a nationwide speaking tour, sponsored by the Eastman Kodak Company, for higher education for minority youths.

■ Educators need their own hall of fame, says **M. Donald Thomas**, retired superintendent of the Salt Lake City School District.

Mr. Thomas directs the National Committee for the American Education Center, which is raising funds for a facility to house the hall of fame museum as well as conference and exhibit space.

The group hopes to build the center in Blue Springs, Mo., near Kansas City.

The hall of fame will "honor those individuals who have made a contribution to American public and private education," said Mr. Thomas, adding that a committee will determine standards for induction.

For further information, contact M. Donald Thomas, 860 18th Ave., Salt Lake City, Utah 84103; (801) 532-5340.

■ Yellow ribbons and "Welcome Home" banners awaited **Jim Copp** when he returned this month to the Rocky Point Elementary School in North Carolina after several weeks of captivity in Laos.

"Everybody got a hug and we went right back to work," said Mr. Copp, 44, a 2nd-grade teacher.

A Vietnam veteran, Mr. Copp believes that U.S. servicemen are still being held as prisoners of war by the Laotian government. He and a companion were detained for distributing money advertising a $2.4-million reward for bringing an American serviceman out of captivity alive.

■ Two nationally prominent educators and a member of the Congress have been chosen to receive the first annual Harold W. McGraw Jr. Prizes in Education.

Awards of $25,000 each will go to **Terrel H. Bell,** the former Secretary of Education, **Helen B. Crouch,** president of the Literacy Volunteers of America, and **Senator Claiborne Pell** of Rhode Island, the chairman of the Senate education subcommittee.

Mr. Bell was cited for his successful defense of the Education Department against attempts by other Reagan Administration officials to dismantle it.

The announcement praised Ms. Crouch for her work with the L.V.A. and the National Coalition for Literacy, which she chairs.

Mr. Pell earned the award for his efforts to reduce economic barriers to higher education through creation of the Pell Grants for students, the announcement said.

Further information about the awards, named for the retired publishing executive, may be obtained from McGraw-Hill Inc., 1221 Avenue of the Americas, New York, N.Y. 10020.

Poll: Teacher Job Satisfaction Coexists With Deep Concerns

By Lynn Olson

Teachers surveyed by the Carnegie Foundation for the Advancement of Teaching have offered a conflicted view of their profession, in which relatively high job satisfaction contrasts sharply with concerns about their students, the lack of parental support for education, and their own working conditions.

The nationwide poll of 22,000 public-school teachers is the most comprehensive survey of teacher attitudes ever conducted, according to Carnegie officials. It was released this week in a report entitled *The Condition of Teaching: A State-by-State Analysis, 1988*.

Gap Between School and Home

More than three-fourths of those surveyed report that they are satisfied with their jobs in the public schools. And the majority plan to remain in the profession until they retire.

But teachers also depict a growing gap between the school and the home that Carnegie officials warn could bode ill for the future.

For example:

- 90 percent of teachers say lack of parental support is a problem in their schools.
- 89 percent report abused or neglected children to be a problem.
- 69 percent say poor health among students is a problem.
- 68 percent say undernourishment among students is a problem.
- And 94 percent estimate that at least some of their students are living in homes where the family income is below the poverty line.

In addition to the questionnaire responses, more than half the teachers wrote comments about their experiences in the classroom. These detailed observations, which will be published in a separate report next spring, reinforce the survey's findings, according to Carnegie officials.

In a forward to the report, Ernest L. Boyer, the foundation's president, notes that teachers describe students as "emotionally needy" and "starved for affection."

"The data and teacher comments suggest that we have not just a school problem, but a youth problem in the nation," he writes. "Teachers repeatedly made the point that in the push for better schools they cannot do the job alone, and yet there is a growing trend to expect schools to do what families, communities, and churches have been unable to accomplish."

If the country is truly concerned about the quality of schools, he argues, parents must be recognized as their children's primary teachers, and ways must be found to build new partnerships between the home and the school.

'Apathy and Anonymity'

According to Mr. Boyer, teachers demonstrated a "striking" concern about the social and physical well-being of their students.

But the result is a disturbing portrait of the problems that teachers encounter in their classrooms on a regular basis.

For example, a majority of those surveyed identify disruptive behavior, absenteeism, turnover, and apathy among students as problems in their schools.

Nearly 9 in 10 report disruptive behavior is a problem, and 83 percent say absenteeism is a problem. At least 8 in 10 teachers in every state identify student apathy as a problem.

"Clearly," Mr. Boyer argues, "one of the most urgent challenges schools confront is overcoming this sense of apathy and anonymity among students. Caring parents, concerned communities, and enlightened business leaders all must join with educators to make sure that our children have a sense of identity and purposefulness in life."

Almost 70 percent of those polled also identify theft and vandalism as problems at their schools, and about half say alcohol and other drugs are problematic.

In contrast, a minority of teachers report violence against students or teachers as a problem. And just over one-third say that racial discord is a problem in their schools.

Sense of 'Powerlessness'

Perhaps most significant, Mr. Boyer adds, is the continued frustration teachers express about their "powerlessness" and the negative conditions under which they work.

In an earlier survey of teachers' attitudes toward the school-reform movement, released in May, Carnegie officials concluded that the teaching force was more "dispirited" and "less empowered" as a result of school reform than it had been five years ago. *(See Education Week, May 25, 1988.)*

More than half of the 13,500 teachers polled for that survey said morale within the profession had substantially declined in the last five years. And 70 percent said the national reform effort deserved a grade of "C" or less, despite such successes as raising student achievement, clarifying school goals, and increasing teacher salaries.

In the new survey, teachers report that "political interference" in education is on the rise. Over all, 6 in 10 teachers express this view; only 4 percent see political interference on the decline.

Similarly, the majority of teachers say that state regulation of local schools has increased as a result of the school-reform movement.

Not surprisingly, these views are most common in states that have passed large, comprehensive reform packages, such as Arkansas, Georgia, Indiana, and Texas.

In Arkansas, for instance, 90 percent of teachers say political interference in education has increased, and 92 percent say state regulations have increased. In contrast, in New Hampshire, only 36 percent and 38 percent of teachers, respectively, share those views.

Meanwhile, the ability of teachers to participate in important decisions that affect them and their students continues to be severely limited, according to the survey.

A majority of those polled say they participate in textbook and curriculum decisions within their schools. But the majority have no sway in determining such matters as: the selection of teachers and administrators, teacher evaluation, staff development, school budgets, and student promotion and retention.

Other Working Conditions

The survey also revealed these aspects of teachers' concern over their working conditions:

- Most say they have less than one hour in a typical school day to prepare their lessons.
- More than half say respect for teachers in their community is lower than they expected when they entered the profession.
- More than one-third of those polled express disappointment with their opportunities for advancement. And 49 percent say their financial compensation has been lower than they expected.
- 56 percent of those surveyed describe the space available in the schools as only "fair" or "poor."

What Teachers See as Problems in Their Schools

	A Problem	Not a Problem
	(% of all teachers)	
Disruptive classroom behavior	87	13
Student absenteeism	83	17
Student turnover	73	27
Student apathy	88	12
Lack of parental support	90	10
Theft	69	31
Vandalism	68	32
Violence against students	44	56
Violence against teachers	24	76
Racial discord	36	64
Alcohol	49	51
Drugs other than alcohol	54	46

SOURCE: Carnegie Foundation for the Advancement of Teaching, 1987 National Survey of Public School Teachers.

In contrast, teachers appear to have a relatively positive view of their ability to help students learn—despite the obstacles.

Majority 'Satisfied'

More than three-fourths disagree with the statement that schools cannot really expect to graduate more than 75 percent of all students.

Slightly more than half report that they are "satisfied" with student progress in problem solving, writing, and independence in learning. And 71 percent say they are "satisfied" with student progress in general language skills.

Teachers were also asked to ex-

Continued on Page 18

Disparities in Pupils' Treatment Persist, Rights Study Finds

By Lisa Jennings

Black and Hispanic students continue to be far more likely than whites to be targeted for disciplinary action or placed in special-education programs, according to an analysis of 1986 civil-rights data collected from public schools across the country.

The analysis, which was to be released this week by the National Coalition of Advocates for Students, found that black students were involved in more than twice as many incidents of corporal punishment and school suspension as white students.

In addition, the analysis found that black students—who make up about 16 percent of the total public-school population—constituted 35 percent of those categorized as "educable mentally retarded." But they represented only 8 percent of those enrolled in programs for gifted and talented students—a disproportionately low level, the report concludes.

The figures, which are derived from the biennial survey by the U.S. Education Department's office for civil rights, represent little change from the coalition's analysis of 1984 survey data, according to Joan First, executive director of the N.C.A.S.

Ms. First said she had expected to see some improvement stemming from the reform movement. "But it seems that, for black and Hispanic students at least, things aren't getting any better," she said.

Disturbing Findings

The findings, according to Ms. First, support the views of the school critics who charge that black and Hispanic students are unfairly "labeled" and shunted out of mainstream classes.

They end up in "homogeneous, low-expectation groups," where they tend to perceive that they are not valued by schools, and often end up dropping out, she said.

One of the most disturbing findings of the report, according to Ms. First, is the high rate at which black students in particular are placed in special-education programs.

"A malevolent view of such findings," she said, "would be to say that people are anxious to drive up test scores, and one way to do that is to change the composition of the test-taking pool."

A more benign view, she added, is that "whatever is being done in the name of reform in these schools is not helping these children."

Ms. First also suggested that the growing interest of states in identifying and targeting for special support students "at risk" of failure may turn out to be "one more way to label students" that pulls minority children out of classes with their white counterparts.

"It is sudden death for minority children if they get pulled out of the mainstream," she argued.

Comparing Statistics

The coalition's analysis utilized the data obtained by O.C.R. from its survey sample of about 20 percent of all school districts nationwide. Among other findings of the N.C.A.S.:

- Black students were involved in 31 percent of the 1.1 million instances of corporal punishment in public schools in 1986. White students, who constituted 70 percent of the total school population, were involved in 60 percent of such cases.
- Black students were involved in more than 25 percent of the 1.9 million school suspensions in 1986; 59 percent of those suspended were white.
- White students accounted for 58 percent of the 434,200 E.M.R. students, compared with blacks' 35 percent. But whites constituted 81 percent of the 1.9 million students placed in gifted and talented programs, which included only 161,352 blacks.
- Hispanic students, who represented about 10 percent of the student population in 1986, were involved in 9 percent of the suspensions and 8 percent of corporal-punishment cases.
- Hispanic students constituted 5 percent of the E.M.R. and 5 percent of the gifted-program enrollments.

States Ranked

In addition to O.C.R.'s sample districts in each state, the coalition examined the data from the 100 largest districts nationally. The report ranked the states that showed the largest discrepancies between white and minority students.

It found the largest corporal-punishment discrepancies in Arkansas, Tennessee, Texas, Florida, and New Mexico.

In Arkansas, for example, black students made up 24 percent of the total enrollment but were involved in 40 percent of the corporal-punishment incidents. White students, who represented 75 percent of total enrollment, accounted for 60 percent of the incidents.

For suspensions, Ohio showed the largest discrepancy, followed by Minnesota, Pennsylvania, Missouri, and Wisconsin.

In Ohio, 37 percent of suspensions involved black students, even though they accounted for 15 percent of the student population. White students, 83 percent of the population, were suspended in 61 percent of the cases.

The largest discrepancy in E.M.R. referrals was found in Alabama, Arkansas, South Carolina, North Carolina, and Iowa.

In Alabama, an estimated 37 percent of the students were black, but they made up 65 percent of those in E.M.R. programs. Sixty-two percent of all students were white, but they accounted for only 35 percent of those in E.M.R. programs.

South Carolina, the District of Columbia, North Carolina, Virginia, and Delaware showed the largest discrepancy in placing students in programs for the gifted and talented.

In South Carolina, black students made up nearly half—or 44 percent—of the school population, but only 15 percent of the students deemed gifted were black. White students, 55 percent of the total, made up 84 percent of those in gifted-student programs.

Sanctions Supported

The report also recommends several procedures that it says would help states and districts more accurately monitor potential discrimination in these areas.

Ms. First said that N.C.A.S. supports the concept of imposing sanctions against districts that continue to show large discrepancies in the placement and treatment of student populations.

But sanctions are not the best solution, she contended, saying, "We need to find ways to help the kids without labeling them . . . or generating the racial segregation that these numbers reflect."

Copies of the report are available from the N.C.A.S., 100 Boylston St., Suite 737, Boston, Mass. 02116.

Defense Department Weighing Fate of Schools on Military Bases

Continued from Page 1

were established before that. Most are in the South.

Some were created because nearby school districts were too rural or too poor to provide an "appropriate" education for base children, while others were established to prevent military children from being sent to segregated schools, base officials say.

Mandated by the Congress

Seeing a way to cut costs, the Congress in 1986 required the Defense Department to submit a plan for transferring the base schools to local responsibility no later than July 1990. The department's plan is to study each school individually and decide which ones can feasibly be transferred.

A recent study by the RAND Corporation of six of the schools contends that four could feasibly be transferred—though not without political and practical difficulties and expense. RAND is currently studying the other 11 schools in question.

Defense Department officials failed to respond to repeated requests for information last week.

But other sources said the department is expected to look at the new study and draft its own recommendations for each school early next year. The Congress will probably have to approve the department's plan before it can be implemented, especially if Defense recommends retaining responsibility for some of the schools.

Battle Lines Forming

A battle is likely to ensue on Capitol Hill between those who think the department should get out of the education business and save some money, and those who are hearing from unhappy constituents in the affected communities.

Senator Strom Thurmond, Republican of South Carolina and a member of the Armed Services Committee, which has jurisdiction over the transfer issue, has issued a statement opposing transfer of the three base schools in his home state.

Chris Simpson, a spokesman for Mr. Thurmond, said that the South Carolina schools were likely to be recommended for transfer and that the Senator was responding to requests from constituents on and near the bases to fight any such proposal.

Representative William H. Natcher, whose home state of Kentucky hosts two bases with schools, told constituents shortly after the Congress acted in 1986 that he also opposed transfer of the schools to local responsibility.

In a letter to the Kentucky Education Association, Mr. Natcher, who is a Democrat, proposed that responsibility for the schools be transferred to the Education Department. The department is under the jurisdiction of the Appropriations subcommittee that he chairs.

'Outsiders' Problem

Parents of students who attend base schools say they would have little control over their children's education if it were provided by a district where they are not registered voters and where they would be a minority group. In many cases, parents also contend that the education offered by local schools is inferior to that offered on-base.

"Our judgement is that transfer at any of the sites reviewed will reduce the education program offered to the [base] children," the RAND Corporation said in its report. Base schools provide services that are "broader and more individually oriented," according to the report.

Parents and educators also argue that often-transient military children have special needs that can be met only in a special school.

"If a [military] child has to attend school in a local school district, they are often looked upon as outsiders," said Thomas J. Silvester, superintendent of the base schools at Fort Jackson, S.C. "They are transient, and not part of the mainstream."

Mr. Silvester added that base schools, which are not subject to state regulations, can be flexible about their rules when they conflict with family needs.

For example, he said, attendance requirements can be waived if a family must take leave at a certain time, or if they need time to settle down after moving back to the U.S. from overseas.

Sydney Hickey, governmental-relations director for the National Military Family Association, agreed that in many cases, base schools are better for the children they serve.

She noted, however, that the organization would not take a broad position on the transfer issue, but would respond to the Defense Department's recommendations for individual schools.

"Each school needs to be treated as an individual entity," she said. "We don't want to say nothing should be turned over."

"The original reason for the schools is that the kids couldn't get an adequate, free education in the community, and that may have changed in some areas," Ms. Hickey said. "We have to be reasonable about this."

Losses for Educators?

Educators who work in the base schools voice personal worries, in addition to the educational concerns they share with the parents of their students.

If a school is transferred, teachers and administrators could lose their jobs, they say. And while many are likely to be hired by local districts, that may mean a pay cut.

Educators who have amassed federal retirement benefits say they are also concerned about what will happen to them.

"Our goal is going to be to ensure that the education of these children not be jeopardized in any way, and that the rights and working conditions of employment will not be adversely affected for the teachers and other employees involved," said Michael Edwards, governmental-relations director for the National Education Association, which represents some of the teachers who work at base schools.

He said the N.E.A., like the military-family association, would await the Defense Department's report before staking out a detailed position. But the union will fight for preservation of, or compensation for, accrued retirement benefits, he noted.

Educators on and near bases say base commanders also oppose transfers. They fear security problems if rights to portions of their bases are ceded to school districts, and worry that morale would suffer if the special schools were eliminated.

Financial Complications

In many ways, however, local school officials may be faced with the biggest burden. They fear that absorbing the military-base students, with or without their schools, will cost their districts dearly.

A number of the school facilities subject to transfer are in admittedly substandard condition, and would require expensive repairs to meet local standards. The RAND report estimates that it would cost $93 million to make needed repairs at all the schools being considered for transfer.

Some districts would also incur other one-time costs, such as purchase of buses.

In addition, school officials point out, children who live on military bases would bring with them no new local revenue, since neither their parents nor the federal government pay local property taxes.

Absorbing them would make districts eligible for larger amounts of impact aid—federal assistance designed to compensate education agencies for a federal installation that hurts them financially.

But in some cases, additional impact aid plus anticipated state contributions for each new student would still not equal the districts' current per-pupil expenditure, forcing them to come up with more local funds or cut services.

At Fort Bragg, for example, RAND estimates that the shortfall would be $308 per pupil. That means the Cumberland County school district could have to find an extra $1.4 million in its budget.

John Hudgins, superintendent of the Richland School District in South Carolina, estimated that his district's shortfall would be between $1.2 million and $1.5 million if it were forced to absorb the students attending school at nearby Fort Jackson.

"If we had to go to the local taxpayer for this, it would severely limit what we could do otherwise," Mr. Hudgins said. "We need the money for other things."

Uncertainty of Aid

Moreover, many interested parties fear that the Congress could choose to cut impact-aid funding, worsening the situation of all districts dependent on it. The program does not have the broad-based political support enjoyed by programs like Chapter 1, which benefits a large number of schools in many Congressional districts.

"When you look at the disparity between what is authorized for impact aid and what is actually funded, you have to worry," Ms. Hickey said. "You can't blame the [local districts] for being reluctant. What are they going to get but more kids and no money?"

John Forkenbrock, executive director of the National Association of Federally Impacted Schools, said the organization has no position on the transfer issue. But he speculated that impact-aid funding might not rise to meet the additional burden if schools are transferred.

Given current pressure on the federal budget, transferring the base schools could increase the number of districts fighting for pieces of the same small pie, Mr. Forkenbrock said. He estimated that it would take an increase of $60 million to maintain current funding for impacted districts and also cover aid for the newly-eligible base schools.

One solution that will probably be considered by the Defense Department and the Congress is to guarantee large amounts of federal aid for districts accepting new military students and for needed repairs.

But local administrators are skeptical. "The federal government has a way of giving you some money the first year and then cutting it back," Mr. Hudgins said.

Rules on Audit Process Issued

Continued from Page 16

cept of "proportionality."

The reauthorization law states that the department can only recover an amount of money "proportionate" to the offense committed. This means that if a recipient uses only part of a grant improperly, or if the infraction is small, the entire amount would probably not be forfeited.

The law also bars recovery in cases where "an identifiable federal interest" has not been thwarted, thus protecting recipients who make minor technical mistakes.

If a school district accepted a grant to run a program in which 40 percent of the students were required to be limited-English-proficient, but only 35 percent qualified, for example, only the amount spent on ineligible children could be recovered.

The examples in its regulations indicate that the department will apply proportionality literally, however, determining mathematically what portion of a grant is subject to recovery.

Ms. ImObersteg said that she fears judges could rely on the published examples "as determinative of how a situation should be handled," even though, in her opinion, the conclusions in some are disputable.

In one example she noted, a Chapter 1 program uses federal funds to take eligible children to an amusement park, and is ordered to repay those funds because of the recreational nature of the activity. But, she noted, such trips have been found by some courts to be allowable uses of federal money in some instances.

Teachers Satisfied With Jobs, but Concerned About Pupils

Continued from Page 5

press their views about learning and instruction more generally.

A majority of those surveyed agree that the school's most important job is to teach reading, writing, and arithmetic. But most teachers also say the arts are as essential as the "three R's."

The teachers polled are evenly divided about whether every student should become fluent in a second language. And only about half say their school has effective instruction for students for whom English is not their first language.

More than 7 in 10 teachers say the instructional materials being used in their schools are appropriate, given their students' ethnic backgrounds, interests, and reading abilities. But a similar proportion agree that better use of technology would be an important way to give teachers more time for instruction. This view is particularly widespread among teachers in the South.

Finally, 63 percent of those surveyed say tracking students by ability is a useful way for schools to deal with diversity, despite research findings to the contrary.

Three Recommendations

Based on the survey, Mr. Boyer concludes that the next phase of school reform must place a greater emphasis on the "human dimension" of schooling.

Elements of that emphasis, he writes, would include strengthening partnerships between the family and the school; focusing on the growing needs of students; and improving the working conditions of teachers.

In addition to presenting information about teachers' attitudes toward schools, the 106-page report provides state-by-state data on such topics as: public-school expenditures, teacher salaries, average years of experience, typical class size, and student-enrollment trends.

It does not contain some information included in previous Carnegie surveys of teachers published in 1983 and 1985—such as supply-and-demand trends for teachers and the performance of prospective teachers on college-entrance tests.

But the new survey provides instead an opportunity to compare teachers' attitudes on a state-by-state basis over a broad range of subjects. According to Carnegie officials, there are both "striking similarities and dramatic variations" in how teachers reply from one state to another.

Copies of the report, *The Conditions of Teaching: A State-by-State Analysis, 1988*, may be obtained by contacting Princeton University Press, 3175 Princeton Pike, Lawrenceville, N.J. 08648, or by calling (609) 896-1344. The price is $10.95 prepaid.

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Legal Settlement In Bilingual Case Hailed as Model

Pact Requires District To Find, Aid Dropouts

By Deborah L. Gold

The Lowell, Mass., public schools have set in motion a comprehensive effort to aid students whose native language is not English, including an unusual plan to seek out and assist those who have dropped out of school.

The plan, part of a desegregation settlement that was expected to receive final federal-court approval this week, is being hailed as one of the nation's broadest attempts to help compensate for harm allegedly caused by insufficient bilingual services.

It is the product of months of negotiations between school officials and Hispanic and Southeast Asian parents who filed a class action against the school system in 1987.

The suit, *Hispanic Parents Advisory Council* v. *Kouloheras*, charged that the district unconstitutionally segregated limited-English-proficient students and failed to provide them with "appropriate and effective educational services." Such "inferior" programs, it alleged, were partly responsible for a disproportionately high dropout rate among minority students.

The settlement calls for more counseling and support services for language-minority students and their parents and stepped-up recruitment and training of bilingual staff members.

It also requires that the students be guaranteed equal access to all instructional programs, and it expands multicultural and "two-way" bilingual programs that teach

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Education Issues Rank High On 101st Congress's Agenda

James K.W. Atherton/The Washington Post

House Speaker Jim Wright administers oath of office to new representatives.

By Julie A. Miller

WASHINGTON—On the agenda this year for the 101st Congress are reauthorizations for the federal programs supporting vocational education, handicapped students, and school meals. Proposals to curb student-loan defaults, create a national youth-service program, and improve teacher education are also on the agenda, Congressional aides said last week.

In addition, President-elect George Bush comes to his new job bearing a load of education proposals he made during the campaign.

But the first education-related issue to be considered by the new Congress is likely to be child care, which was hotly debated and then dropped in the waning hours of the last session.

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Minnesota's Education Leadership: Leitmotif for Policy Issues Looming

By Lynn Olson

Minnesotans, who pride themselves on their reputation for educational excellence and innovation, have much to mull over during this legislative season.

Gov. Rudy Perpich, who broke onto the national scene several years ago with far-reaching ideas for expanding parental choice in the public schools, now proposes to go one step further by enabling dropouts and "at risk" students to attend private nonreligious schools with full public funding.

"I believe choice is going to make more of an impact on improving education in Minnesota than anything that we have done previously," said Mr. Perpich in an interview last week.

But the popular Democrat, who is also chairman of the Education Commission of the States, has been shaken in recent weeks by a new report that decries Minnesota's lack of state-level leadership in education.

The report, issued late last month by the legislative auditor's office, concluded that the state's reputation for educational excel-

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Districts Bracing for Shutdown, Scaling Back of 91 Military Bases

By Reagan Walker

School officials in districts near the 91 defense installations targeted by a federal commission for closings or severe cutbacks said last week that the financial implications of such a move would be devastating.

"If the proposal goes through, it could be disastrous for us," said David Kincaid, superintendent of the Adelanto School District in California. The district draws more than half of its enrollment from families associated with the George Air Force Base in Victorville, which is among those scheduled to be shut down.

Like other school chiefs in the affected areas, Mr. Kincaid has vowed to fight the move, which he estimates will cost his system—in federal impact aid, enrollment-tied state aid, and other considerations—up to $5 million of its $8-million annual budget.

But while these superintendents cling to an admittedly slim hope that the Congress will reject the commission recommendations, others are seeing a silver lining in the cost-savings plan.

"We are tickled to death," said Danny Mitchell, assistant superintendent of the Clovis, N.M., school district. The nearby Cannon Air Force Base is expected to gain more than 1,000 new military personnel in shifts associated with the base closings, he said. "We definitely anticipate growth."

In addition to closing or reducing the size of 11 major military bases and 80 other defense installations, the commission's plan calls for personnel shifts at 54 other bases.

In all, 58,500 military and civilian personnel would lose their jobs or be transferred. But there would be 37,850 new jobs

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Freshman Group With Pell Grants At Record Low

Interest in Teaching Up, Annual Poll Finds

By Robert Rothman

The proportion of college freshmen receiving federal student-aid grants has declined by more than half since 1980, an annual survey has found, and in 1988 reached its lowest level since the survey began 23 years ago.

In 1988, 15.6 percent of all freshmen received Pell Grants, which are available to students from lower-income families, compared with the peak level of 31.5 percent in 1980, it found.

The decline in participation in Pell Grants and other federal student-aid programs has been accompanied by an increasing reliance on family contributions and institutional scholarships, according to Alexander W. Astin, the survey's director. That change, he said, reflects the Reagan Administration's efforts to shift the burden of financing college away from taxpayers.

"The federal government has, in effect, cut back on most of the financial-aid programs intended to help college students from low- and middle-income families," said Mr. Astin, professor of higher education at the University of California at Los Angeles. "The burden of paying for college has shifted increasingly to students, their families, and the nation's colleges and universities."

The survey, conducted by the Cooperative Institutional Research Program, a joint project of U.C.L.A. and the American Council on Education, is based on responses from 222,296 students at 402 two- and four-year colleges and universities. The results have been statistically weighted to reflect the responses of the 1.6 million students entering college as freshmen in the fall of 1988.

The survey also suggested that the rise in students' interest in teaching careers that has been evident since the school-reform movement began in 1983 has continued.

In 1988, it found, 8.8 percent of college freshmen expressed an interest in teaching in elementary or secondary schools, compared with 8.1 percent in 1987.

"The salaries are higher, the jobs are there, the prospects are good, and teaching

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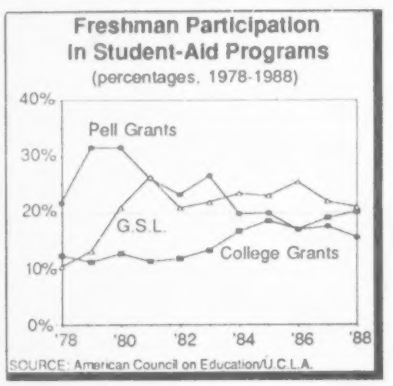

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IN SUMMARY

New York Probe Launched
Mayor Edward I. Koch of New York has appointed a five-member panel to investigate the drug and corruption scandals that have rocked the nation's largest school system in recent months. **Page 7.**

Teacher-Bias Dispute
A Maryland school board may decide this week whether to fight the U.S. Justice Department's demand that it stop transferring teachers to maintain racial balance in school faculties. **Page 7.**

Economic Ignorance Deplored
High-school students' lack of understanding of economic concepts poses a long-term threat to the nation's prosperity, says a group of education and business leaders. **Page 8.**

Advancing Minorities
A record number of minority high-school students took Advanced Placement tests last year, and the percentage of those who passed the tests grew rapidly, according to the College Board. **Page 9.**

Children's Rights Protections
A United Nations subcommittee has adopted a draft proposal committing countries to protecting the human rights of children—including their 'basic' right to an education. **Page 9.**

School-Finance Fights
Judges in West Virginia and Texas have added more fuel to the fire in the states' continuing battles over the equalization of school revenues between rich and poor districts. **Page 15.**

Chapter 1 Rules Questioned
New rules for the Chapter 1 compensatory-education program have generated heated reactions, particularly over a provision allowing states to intervene in poor-performing programs. **Page 22.**

Holocaust Course Rebuffed
Despite a plea from members of the Congress, Education Secretary Lauro F. Cavazos has reaffirmed his department's decision not to fund a controversial curriculum on the Holocaust. **Page 23.**

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ACROSS THE NATION

STATES

East St. Louis Money Woes Spur State Action, Firing

Leroy J. Ducksworth was fired as superintendent of the East St. Louis public school system last month, four days after the Illinois Board of Education voted to require the district to resolve recurring budget shortfalls.

In moving to dismiss Mr. Ducksworth, the East St. Louis school board cited his failure to balance the district's budget, which is projected to exceed revenues for the second straight year.

East St. Louis, the fourth-largest district in Illinois, was among eight districts required by the state board to submit within 45 days a plan for balancing their budgets.

The action is the first being taken by the board under a 1981 law allowing the withholding of funds from districts that do not adopt sound fiscal-recovery plans.

Lee Milner, a spokesman for the state board, said a number of other districts probably would be the target of similar actions. Many Illinois districts, he said, are facing more serious long-term financial problems due to such factors as inadequate state financial support and voters' increasing reluctance to approve local school-tax measures.

■ **Parents will be able to resell their tuition-guarantee certificates if their child chooses to enroll in another college,** under Indiana University's new advance-payment tuition plan.

In other such programs, parents lose the value of their investment if the child does not attend a specific institution.

The university is selling certificates redeemable as credit-hours up to 22 years in the future. The certificates, which went on sale last month, cost the current rate of $62.90 per credit-hour, plus 6 percent for administrative costs. The minimum purchase is for 15 credit-hours, or about one semester.

The university has also established a secondary market where parents whose children choose to go to another school can sell certificates and recoup their investment.

Out-of-state residents may purchase the certificates, but they will be worth only the tuition charge for in-state residents. Out-of-state students using certificates must pay the difference between in-state and out-of-state rates.

■ **Texas school districts must notify teachers working under continuing contracts of their salary level by Aug. 1 of each year,** the state supreme court has ruled.

School districts frequently required teachers to sign continuing contracts with unspecified salary levels, according to Brad Ritter, a spokesman for the Texas State Teachers Association.

Teachers from the Lumberton Independent School District had filed suit to bar the practice, after the school board had them sign blank contracts and later reduced their salaries because a mistake in calculating state aid left the district short of revenue.

Officials said the case would affect an estimated 100,000 teachers who work under continuing contracts offered by 200 of the state's 1,061 districts.

■ **Oregon's state board has given its approval to a controversial "nuclear-age-education" curriculum.**

The curriculum includes discussions of the arms race and methods of international communication. The legislature mandated development of the lessons in 1987, but did not require school districts to use them.

The curriculum has been criticized as "anti-defense" by the Citizens Defense Education Committee. But Richard M. LaTour, who helped to develop the project, said he believed it was impartial because "we were accused on both ends of the scale of being out of balance."

■ **Connecticut's five technical colleges would merge with the state's two-year-college system,** under a proposal before the board of governors of higher education.

The proposal, contained in a study mandated by the legislature, is aimed at reducing costs at the institutions, which have been plagued by declining enrollments and rising costs. Since 1982, the technical colleges' enrollments have dropped by 40 percent, while the cost per pupil has tripled.

Alternatively, the study suggested, the state could maintain the current structure, while basing funding on enrollment, or could create incentives for the institutions to compete with the community colleges for new programs.

In light of the state's worsening budget deficit, officials may favor a merger, according to a spokesman for the board.

■ **New York State must provide a retarded and deaf 21-year-old an additional 18 months of instruction** to make up for school time lost while his parents and school and state officials argued over his educational placement, a federal court has ruled.

Under federal law, the state's obligation to educate Clifford Burr expired last month, when he turned 21. But the U.S. Court of Appeals for the Second Circuit ruled that Mr. Burr must be educated through June 1990.

■ **The state's guidelines for home schooling are constitutional,** the Maine Supreme Court has ruled.

The court rejected the contention of two home-schooling parents that such standards were an unconstitutional infringement of their religion.

Richard Card, deputy commissioner of education, said the ruling upheld "the state's compelling interest in the education of children in the state."

But Michael Smith, vice president of the Home School Legal Defense Association, said the decision still left the door open to a future challenge to the guidelines.

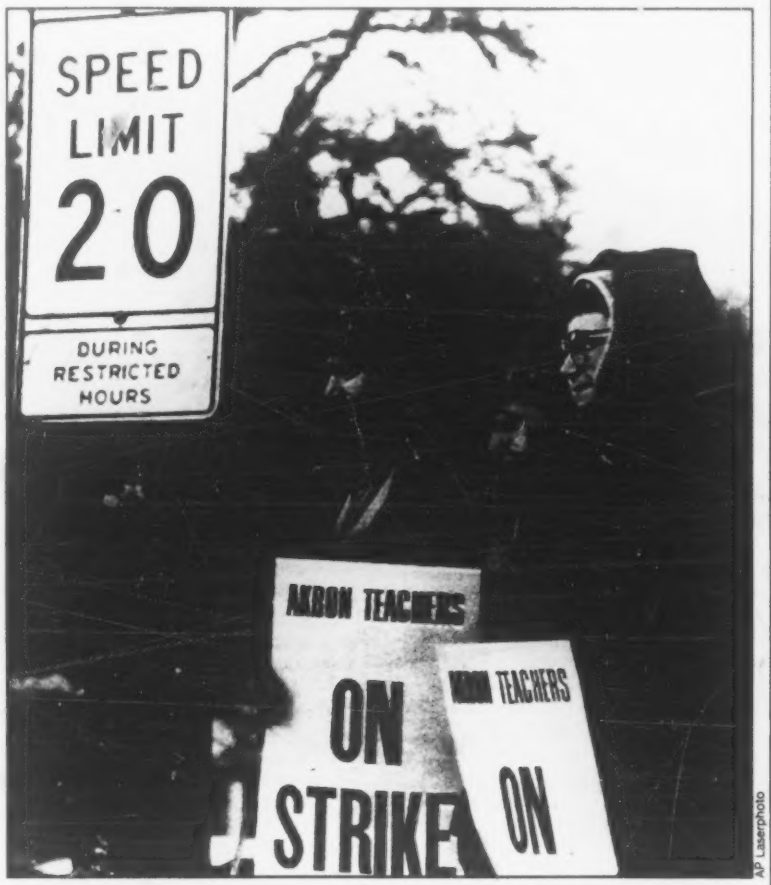
■ **Pennsylvania must give children a chance to prove that they are state residents eligible for a free education,** a federal judge has ruled.

Chief District Judge Emeritus Joseph S. Lord 3rd ruled last month that a boy who was sent by his New York parents to a private psychiatric facility in Pennsylvania should have been allowed to show that he was a Pennsylvania resident.

"The principle that will [transcend] this particular situation is that children can establish residences outside of their parents' homes," said Theresa Glennon, an attorney for the Education Law Center, which filed a class action suit on behalf of the youth.

The state has appealed the decision, Ms. Glennon said.

Strike One



AP Laserphoto

Three Akron, Ohio, teachers spend a frosty morning on the picket line outside an elementary school. Some 2,000 city teachers launched their first strike ever against the school system after contract negotiations broke down on Jan. 4.

DISTRICTS

U.S. Appeals Court Rules Against Glass Booth for AIDS Student

The U.S. Court of Appeals for the 11th Circuit has overturned a lower-court order that Eliana Martinez, a 7-year-old mentally retarded AIDS victim enrolled in a Tampa, Fla., school, be kept in a glass booth, separated from other children, until she was toilet-trained.

In a decision with national implications, the court ruled that school districts must prove that students with AIDS pose "a significant risk" to others before they can be excluded from the classroom.

The lower court had relied on testimony that the student posed "a remote and theoretical" threat of transmitting the disease to others, the appeals court found. Most experts believe that AIDS is transmitted only through the exchange of bodily fluids during sexual contact, intravenous drug use, or blood transfusions.

The ruling "has established for the first time that a child cannot be excluded from the classroom unless the school district proves there is a significant risk," said Stephen Hanlon, attorney for the child and her adoptive mother. Under a "significant-risk" standard, very few students infected with the virus would be excluded from the classroom, said Mr. Hanlon, who added that a number of similar cases are currently before other federal appeals courts.

■ **Talented minority students in Bridgeport, Conn., will receive scholarships to attend the University of Bridgeport if they promise to return to the school system to teach,** under a program established by the General Electric Foundation.

A donation of $250,000 will provide support for four or five students each year, according to James A. Connelly, superintendent of the Bridgeport schools.

Mr. Connelly said the program will be largely a "symbolic" step towards overcoming the severe problems the district, like many others around the country, has faced in hiring minority teachers.

The G.E. Teaching Scholars Program also will seek to interest local high-school students in teaching.

■ **"Apparent confusion or ambivalence at the highest levels" has hindered implementation of San Francisco's six-year-old school-desegregation plan,** according to a new report.

The report found that insufficient academic improvements had been made at three low-performing middle schools that were designated for special programs by a consent decree approved by the federal courts in 1982.

School officials responded by citing improvements in student test scores in those schools since the plan was implemented.

The court-ordered evaluation was written by James Guthrie, an education professor at the University of California at Berkeley.

U.S. District Judge William Orrick must decide whether to extend or modify the district's desegregation plan before it expires in June.

■ **Building projects in Boston's proposed Midtown Cultural District will have to include day-care facilities for tenants,** under a plan being considered by the Boston Redevelopment Authority.

The plan initially would create 611 day-care slots in the proposed complex of offices, retail shops, housing, and cultural facilities spanning 28 blocks in downtown Boston.

Developers would be required to provide centers of from 4,000 to 12,000 square feet, depending on the size of the building.

Some developers have maintained that the requirements would be an unfair burden.

But, according to Kristen McCormack, the B.R.A.'s director of development for the Midtown Cultural District, "most developers are enlightened enough to know that it is in their self-interest to provide day-care facilities in their buildings."

The day-care standard is similar to one in effect in San Francisco.

■ **More than half of Philadelphia public-school students with health problems are not getting medical care,** according to statistics collected by the district.

The data showed that 53 percent of the 4,272 public-school students and 43 percent of the 885 parochial-school students who were diagnosed by school-health personnel at the beginning of the 1987-88 year as having mild to severe ailments— such as heart murmurs, breast cysts, and upper-respiratory infections—had failed to get medical help by June 1988.

Nearly half of the public-school students and more than one-third of the parochial-school students who were diagnosed as having a vision problem did not receive follow-up care.

■ **Chicago and Cleveland have joined a growing number of other urban districts in banning "beepers."**

The Chicago City Council last month unanimously approved an ordinance prohibiting electronic paging devices in both public and private schools. The school board had already banned beepers, which are often used by students engaged in drug sales. The city ordinance establishes a fine of up to $500.

The Cleveland board of education also adopted an anti-beeper policy last month.

More than 50 major districts across the country have similar bans, including Miami, Philadelphia, Houston, Baltimore, San Diego, and Washington.

DIMENSIONS

Rising Applications, Falling Enrollments

Students are submitting substantially more applications to colleges and universities than in past years, a new survey by the College Board suggests.

Since 1980, the total number of applications to four-year institutions has risen by nearly 16 percent, even as the average number of freshmen has fallen by 2.1 percent.

Many guidance and admissions counselors have expressed concern about the growth of "applicationitis," in which students may submit dozens of applications, often to schools at which they have no realistic chance of being accepted.

The figures on applications are contained in a broad survey of higher-education enrollments, finances, and achievement conducted by the New York-based association.

Copies of *Summary Statistics: Annual Survey of Colleges, 1988-89* are available for $25 each from College Board Publications, Box 886, New York, N.Y. 10101-0886.

	All 4-year Colleges	Public (Doctoral Granting)	Private (Doctoral Granting)	Private (Liberal Arts)
Average freshmen enrollment, 1987	737	2,564	1,048	355
Percent change, 1980-87	-2.1	-1.5	2.6	0.6
Average number of applicants, 1987	2,532	7,884	5,677	1,485
Percent change, 1980-87	15.9	21.5	17.5	20.7
Percent of applicants accepted, 1987	62.2	67.7	48.2	59.7
Percent change, 1980-87	-3.4	-6.2	-2.7	-2.2
Percent of those accepted who enroll, 1987	48.6	51.5	43.8	41.7
Percent change, 1980-87	-4.3	-5.7	-3.0	-5.4

UPDATE

■ **Services for Asian students in Philadelphia would be improved** under a plan adopted by the school board.

The new program was required by a consent decree that the district entered into last spring to resolve litigation brought on behalf of Asian students. *(See Education Week, March 9, 1988.)*

The plan calls for spending of about $200,000 during the current school year to revamp testing and instructional programs for Asian students and to improve communications with non-English-speaking parents.

The plan, which requires court approval, also calls for the district next year to spend $900,000 on such efforts, including the hiring of additional staff members fluent in Asian languages.

■ **Two Indiana high schools can require students who want to participate in extracurricular activities to submit to drug testing,** a federal appeals court has ruled.

The decision by a three-judge panel of the U.S. Court of Appeals for the Seventh Circuit supported a federal district judge's finding last February that the policy did not violate students' Fourth Amendment right to be free from unreasonable searches. *(See Education Week, Feb. 17, 1988.)*

Lawyers for the students who filed the suit said they would appeal the decision.

Meanwhile, a federal district judge in Texas has issued an order barring the East Chambers County Consolidated School District from implementing a similar drug-testing requirement for junior- and senior-high-school athletes. An April 3 hearing has been set in that case.

■ **Carter High School has won the coveted championship of Texas high-school football,** despite continuing controversy over the academic eligibility of one of its players.

The Dallas team won the state 5A football tournament after the Texas Court of Appeals rejected a request from the University Interscholastic League, the governing body of high-school sports, to exclude it.

State Commissioner of Education William N. Kirby had ruled in November that the team's star running back was ineligible under the state's "no-pass, no-play" law because he had failed algebra.

The Dallas district, contending Mr. Kirby lacked the authority to make such a determination, successfully sued the state last month, prompting the Texas Education Agency to file an appeal. *(See Education Week, Dec. 14, 1988.)*

■ **Los Angeles teachers have ended their two-month boycott of administrative duties associated with statewide testing of high-school seniors.**

Officials of United Teachers-Los Angeles had announced in October that they would refuse to administer any standardized tests because, they claimed, district officials had unjustly accused them of tampering with previous tests. As a result, district officials canceled a scheduled administration of the Comprehensive Test of Basic Skills. *(See Education Week, Nov. 2, 1988.)*

After state officials warned that the district would lose aid if it did not administer the California Assessment Program, however, district officials and teachers reached an agreement to allow the test to take place. Under the accord, Superintendent Leonard Britton said again that he had not intended to accuse the teachers of tampering, and the two sides drew up new procedures to strengthen test security.

In a separate protest, teachers are continuing to boycott "unpaid, uneducational" duties as a result of stalled contract negotiations over salaries and benefits.

■ **The former head of maintenance and custodians for the Jersey City school system has been convicted of extortion and tax evasion.**

A federal district judge in Trenton last month sentenced William J. Fisher to 55 years in prison and more than $500,000 in fines, according to First Assistant U.S. Attorney Michael Chertoff.

Mr. Fisher was accused of extorting kickbacks from a welder doing work for the district, as well as extorting about $1,000 in electrical equipment from a contractor.

The district is currently embroiled in court battle to block a takeover attempt by state officials, who claim that the school system is fraught with corruption, patronage, and financial misdealings. *(See Education Week, June 1, 1988.)*

■ **Georgia kindergartners will continue to have to take standardized tests in order to be promoted to 1st grade,** the state board of education has decided.

The tests, which were first administered last spring, had come under fire from some educators, who said they pressure kindergarten teachers to stress paper-and-pencil skills over more appropriate hands-on learning. *(See Education Week, March 2, 1988.)*

Despite those concerns, the board agreed last month to spend up to $225,000 next year on the program, which requires kindergartners to take a test of their ability to recognize letters, objects, sounds, and mathematical concepts.

Diane Cousineau, an analyst for the legislature, said representatives of the governor's office and a panel of experts were drafting recommendations for broader assessments and alternative programs for failing kindergarten students.